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**EXECUTIVE OFFICE OF THE PRESIDENT**  
**OFFICE OF MANAGEMENT AND BUDGET**  
WASHINGTON, D.C. 20503  
December 15, 1983

**BULLETIN NO. 84-6**

**TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS**

**SUBJECT: Management Initiatives - Statements for Congressional Justification Materials**

1. Purpose. This bulletin provides instructions for the identification of management initiative savings in Congressional justification materials for departments and agencies listed in Attachment A.

2. Background. To implement the President's policies on management initiatives, OMB has integrated the review of selected management issues into the 1985 budget process for the larger departments and agencies. The management reviews will result in specific reductions in budget authority and/or outlays for the 1985 Budget. The listed agencies should describe separately these management improvements and associated savings in justification materials to be provided to the Congress.

3. Materials required. Section 11.9 of OMB Circular No. A-11 requires that agencies submit budget justification materials to OMB for clearance prior to transmitting the materials to the Congress. For affected agencies, justification materials will include a summary of information on management savings for the period 1984-1989 arrayed on an account basis for each applicable category listed in Attachment B.

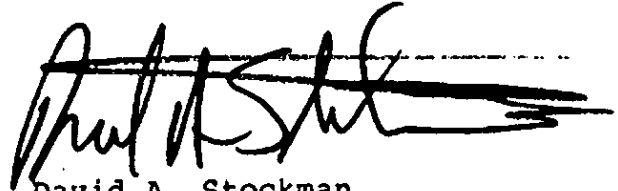
The OMB estimate of aggregate savings that will result in reductions in budget authority requests for 1985 and subsequent years will be communicated to agencies by OMB representatives for each management initiatives category. The allocation of savings to individual accounts and programs should be developed in coordination with OMB.

The management savings should be stated in terms of reductions in budget authority requests and/or outlays from the 1985 Budget for each affected account or program as it would be in the absence of management savings. In certain cases, other measures such as program or obligational limitations may be used as appropriate.

Narrative statements should also be included to address the nature of the initiatives, plans for implementation and other pertinent facts.

4. Inquiries. Inquiries should be directed to the OMB representative responsible for reviewing the agency's budget submission.

Attachments

A handwritten signature in black ink, appearing to read "David A. Stockman", written over a horizontal line.

David A. Stockman  
Director

Attachment A

MANAGEMENT REVIEW AGENCIES

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Education  
Department of Energy  
Department of Health and Human Services  
Department of Housing and Urban Development  
Department of Interior  
Department of Justice  
Department of Labor  
Department of State  
Department of Transportation  
Department of Treasury  
Agency for International Development  
Environmental Protection Agency  
General Services Administration  
National Aeronautics and Space Administration  
Office of Personnel Management  
Small Business Administration  
Veterans Administration

Attachment B

MANAGEMENT INITIATIVES CATEGORIES

1. Administrative Organization Management
  - . General reductions in HQ's support functions.
  - . Consolidation of support and service centers, payment centers, etc.
  - . Other general management improvements.
2. Administrative Systems
  - . ADP systems related savings, whether involving consolidations, systems integration, deferral of systems acquisitions, etc.
3. Administrative Process/Field Structure
  - . Any consolidation or elimination of regional staffs or offices or FTE reductions aimed at field structures.
4. Payroll/Personnel
  - . Consolidations, integration or streamlining of personnel or payroll systems.
  - . Initiatives aimed at reducing personnel specialists.
5. Procurement Reform
  - . Completion of reviews pursuant to OMB Circular No. A-76 and other procurement improvements.
6. Cash Management
  - . Improvements in cash management not directly related to Debt Collection Act such as delayed payments to vendors, improved disbursement controls, accelerated or electronic payment innovations, etc.
7. Debt Collection
  - . Implementation of provision of Debt Collection Act.
8. Financial Systems Reform
  - . Cost savings related to overall financial systems.
9. Printing/Publications
  - . Closures or downgrading of printing or duplication facilities.
10. Travel Management
  - . Closures of travel offices or reduction of travel expenses.



EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

December 8, 1983

BULLETIN NO. 84-5

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Changes in Pay and Benefit Costs for Federal Civilian and Military Employees

1. Purpose. This Bulletin provides policies and procedures for:

- reflecting change in pay and benefits costs in the agency budget estimates; and
- requesting supplementals for increased pay costs in FY 1984.

2. Authority.

- The President's Federal Pay Comparability Alternative Plan August 31, 1983 (House Document No. 98-97). This recommends a 3.5% pay raise for white-collar employees and a 4.0% pay raise for military personnel effective the first applicable pay period that begins on or after January 1, 1984.
- P.L. 98-94, 1984 Defense Authorization Act. This Act provides a military pay raise of 4% effective April 1, 1984, unless the civilian pay raise is made effective at an earlier date. In that event, the military pay raise would be effective on the same date as the civilian pay raise.
- P.L. 98-151, Resolution for Continuing Appropriations for 1984. This law provides that wage board employees receive the same pay increases as white-collar employees and that the pay increase be delayed by the same three months.
- P.L. 97-346, which amends P.L. 97-253, the Omnibus Budget Reconciliation Act. This law delays implementation of the change in the basis for computing pay for General Schedule employees (2,080 hours to 2,087 hours) from October 1983 to January 1984.
- P.L. 98-21, Social Security Amendments of 1983.

3. Background. Office of Management and Budget (OMB) Circular No. A-11 (sections 13.3(b) and 32.6(b)) instructed agencies to include amounts for the October 1983 pay raise (now scheduled for January) in their budget estimates if the new pay rates were known at the time of submission. If the new pay rates were not known agencies were instructed to include in their budget schedules the additional 1984 and 1985 amounts required for the pay raise when they are informed by OMB of their 1985 budget allowances.

The alternative pay plan submitted to the Congress by the President on August 31, 1983 pursuant to 5 U.S.C. 5305, contains a 3.5% pay raise for white-collar employees and triggers a 4.0% pay raise for military personnel, effective the first applicable pay period that begins on or after January 1, 1984.

The Federal Insurance Contribution Act (FICA) provides for tax contributions by employees and employers for Old-age Survivors and Disability Insurance (OASDI) and Hospital Insurance (HI) for employees. Under P.L. 98-21, the Social Security Amendments of 1983, Federal agencies are required to pay the employer's share of the tax for new Federal employees that begin employment on or after January 1, 1984. The salary subject to the FICA tax and the OASDI tax rate will increase on January 1, 1984.

The information submitted pursuant to this Bulletin will provide the basis for requests to the Congress in the 1985 Budget for any 1984 pay supplementals and 1985 appropriations.

4. Coverage. These instructions apply to the cost of the January 1984 pay raise and related costs including the cost of the employer's share of the FICA tax.

5. Due Dates. Agencies will submit information as described in paragraphs 6 and 7 of this Bulletin, for each affected account within three days of final FTE employment decisions, unless OMB requests an earlier submission.

6. Policies.

a. Calculation of Increased Pay Costs.

- (1) All agency estimates submitted to OMB for the 1985 Budget will reflect a pay raise for white-collar employees of 3.5% and for military personnel of 4.0%, effective the first applicable pay period that begins on or after January 1, 1984. Accordingly, amounts shown in budget materials for the pay raise should be for no more than 9 months of fiscal year 1984. Estimates for 1985 will include the full year effect of the 1984 pay raise.
- (2) Since the pay increase is effective with the first pay period beginning on or after January 1, 1984 and the pay periods vary from agency to agency, computations should

be based on the actual number of workdays in the fiscal year that are subject to the pay increase. Agencies will include in the submissions required by paragraph 7 information showing their assumptions on the number of workdays subject to the raise and providing calculations showing how these assumptions were used in preparing the estimates.

- (3) The use of average salary levels above those reflected for 1984 in the President's 1984 Budget must be explicitly justified.
- (4) For each indirect pay cost increase (such as retirement benefits, social security, and other Government payments that are based on employee salaries), agencies will specify separately the relationship of that increase to increases in direct pay costs and provide the calculations that support estimated indirect cost increases. Special attention should be paid to benefits that are not related to pay amounts in a simple linear fashion.
- (5) Agencies will compute the amount of the 1984 pay increase costs specified on the basis of final decisions on 1984 FTE employment levels.
- (6) Section 32.6(b) of OMB Circular No. A-11 requires that estimates for 1984 program supplementals involving employment costs should be based on the new pay rates. Therefore, pay increases associated with employment costs in program supplementals should not be treated as part of the pay raise supplemental request. Since supplementals requested in the 1985 Budget cannot be acted on prior to January 1, 1984, all pay in supplementals will be calculated at the new rates.
- (6) Agencies are required to contribute to the social security system for new Federal employees hired after January 1, 1984. Agencies will compute increased FY 1984 FICA costs in accordance with instructions provided in Attachment C.

b. Absorption of Increased Pay Costs.

- (1) Generally, agencies are expected to absorb the maximum amount possible of the increased pay costs, including the employer's portion of the OASDI or HI costs. Proposed absorption of less than 50% of increased pay costs will require specific justification.

(2) Agencies are expected to absorb these increased pay costs as follows:

(a) Use all available resources within the account to cover these increased pay costs. This will include savings and revenues resulting from:

- Lower than anticipated personnel levels (including savings in personnel compensation, benefits, and related expenses such as travel, supplies, equipment, etc.).
- Savings attributed to program or price reductions.
- Management initiatives (including Reform '88 and the President's Private Sector Survey on Cost Control (PPSSCC) that are planned to begin during 1984). For example:
  - o restructuring management and administrative systems,
  - o reducing fraud, waste, and abuse,
  - o reform of the Federal procurement process,
  - o limiting Federal imposition of paperwork burdens on the public,
  - o improvements in Federal credit programs and the recovery of delinquent debts, and
  - o reductions in other operating costs, e.g., in the use of consulting and related services or in the production of periodicals, pamphlets, and audiovisual products, or reductions in office space.
- Any other amounts that are available in the account.

(b) Use existing transfer authority when resources within an account are insufficient to meet increased pay costs.

(c) Seek additional transfer authority between appropriation accounts within the same agency.

c. Application of Available Resources. Agencies shall apply available resources to increased 1984 budget costs, both pay and program, in the following order of priority:

- (1) Program cost increases for uncontrollable items that qualify for deficiency apportionment when the total amount of these program increases can be absorbed. When the total amount of these program increases cannot be absorbed, a separate program supplemental should be requested.
- (2) The various types of increased pay costs (e.g., civilian statutory pay systems, military pay systems, wage board, administrative action) in the following order of priority:
  - (a) Any type of increased reimbursements to other accounts due to increased pay costs (including payments to revolving funds).
  - (b) Any type of increased pay cost that can be absorbed in full.
  - (c) Any type of increased pay cost that cannot be absorbed in full.

#### 7. Action Requirements.

a. Each agency should make sure that the new pay rates are included in their budget estimates for fiscal year 1984 and later years.

b. Each agency shall submit to OMB the following materials for the purpose of determining the need for 1984 supplementals for pay and the FY 1985 costs:

- (1) Analysis of Increased Pay Costs. The analysis will be prepared in accordance with the instructions in Attachment A and submitted in the format of the related exhibit.
- (2) Information Sheets. Information sheets showing the methods and numbers used to make the calculations will accompany the analysis of increased pay costs. The calculation of increased pay costs will be prepared in accordance with paragraph 6.a. of this Bulletin. The calculation of the FICA costs will also be included.
- (3) Narrative Explanation. Increases in pay costs that are disproportionately high in relation to the base for any account or the use of average salary levels above those reflected in the President's 1984 Budget must be fully justified in a narrative explanation accompanying the analysis. The explanation will include information on the programmatic effect and the effect on FTE employment resulting from the absorption policy. Agencies will also include a justification when they believe that they are unable to achieve 50% or more absorption of pay costs, including the employer's share of the FICA cost.

- (4) Proposed Appropriation Language. Guidelines to be used in drafting proposed appropriation language are presented in Attachment B. Proposed appropriation language for funds that are to be transferred to multiple and no-year accounts should also extend the availability of the amounts consistent with the availability of the accounts to which they are to be transferred.

c. Upon approval of a pay supplemental, each agency shall submit the following information to OMB:

(1) Apportionment/Reapportionment Requests.

- (a) Each agency that requests apportionment or reapportionment to reflect increased pay costs (including FICA costs) for fiscal year 1984 shall submit its request in accordance with OMB Circular No. A-34.
- (b) Agency heads requesting deficiency apportionments for pay supplementals will also submit three copies of the agency head's statement of necessity, as required by section 1515 of Title 31 of the United States Code. The agency head's statement shall be worded as follows:

"I hereby determine that it is necessary to request apportionment (or reapportionment) of the appropriation '(appropriation title)' on a basis that indicates the necessity for a supplemental estimate of appropriations for pay increases in accordance with section 105 of P.L. 98-107."

(Note: When a group of such requests is transmitted at one time, a single statement may be used for all requests.)

All reapportionment requests for increased pay costs and the statements of necessity shall be submitted to OMB within 10 days of final OMB approval of any proposed supplemental appropriations for increased pay costs to be requested in the 1985 Budget.

- (c) When a pay supplemental to be derived by transfer between appropriation or fund accounts is enacted, agency heads shall submit reapportionment requests for the gaining and losing accounts to effect the transfer. This includes funds that were previously deferred in anticipation of the transfer authority and the unapportioned balance of revolving funds that are authorized to be transferred.

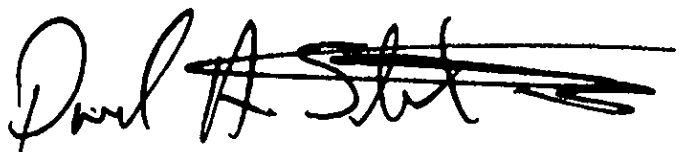
- (2) Deferrals and Proposed Rescissions. If an agency is seeking a pay supplemental to be derived by transfer between appropriation accounts that involves:

- (a) no withholding or delaying of the availability of funds, no deferral report is required. (In these cases, available resources should be apportioned in the losing accounts so that the funds to be transferred are available in the last half of the fiscal year.)
- (b) withholding or delaying the availability of funds (in order to preserve the funds for transfer), a deferral report (see OMB Bulletin No. 75-15) is required and should be submitted, as appropriate, with the supplemental request.
- (c) funds that cannot be used in the losing account, regardless of whether the Congress accepts the transfer request, a rescission proposal is to be submitted once a definite amount of excess funds is known.

8. OMB Responsibilities. The Office of Management and Budget will review the information submitted and prepare the pay supplemental requests, and rescission and deferral reports that the President transmits to the Congress.

9. Information Contact. For further information, contact the OMB representative responsible for reviewing the agency's budget estimates.

10. Sunset Date. This Bulletin will expire as soon as action is completed.



David A. Stockman  
Director

Attachments

ATTACHMENT A  
Bulletin No. 84-5

Instructions for Preparing the  
Analysis of Increased Pay Costs for  
Fiscal Year 1984

Each agency will submit in the format illustrated by the Exhibit an original and two copies of an analysis of increased pay costs for fiscal year 1984 resulting from the pay raises specified in this Bulletin and related costs, including the required payment of the employer's portion of the FICA costs. The information shall be submitted in accordance with paragraph 5 of the Bulletin.

General Instructions

Treatment of Multiple Types of Pay Increases.

Where more than one type of pay increase is involved (i.e., civilian statutory pay systems, military pay systems, wage board, administrative action) the amounts applicable to each will be reported separately in columns 2 through 4 of each analysis. In columns 5 through 8, the amounts for each account will be reported in total (i.e., without separately identifying the amount associated with each type of pay increase or allocation account).

Treatment of Advances and Reimbursements.

Advances or reimbursements between Government accounts should be treated as follows:

- The agency that is performing the work will include the related increased pay costs (including FICA costs) in columns 2 and 3 of their analysis. Since these costs relate to the employees of the performing agency, these costs shall be treated as part of the performing agency's absorption and included in column 5. (See instructions for entries under column 5.)
- The ordering agency will consider these increased pay costs as a part of ordinary expenses and will not include them in columns 2 and 3 of their analysis. The ordering agency will absorb, through administrative actions, and to the maximum extent possible, payments to other accounts or agencies for the increased pay costs. The ordering agency will report the portion of the payment for increased pay costs that cannot be absorbed through administrative action in column 4 of the analysis. (See instructions for entries under column 4.)

### Treatment of Allocation Accounts.

For purposes of this analysis, amounts for allocation accounts (transfer appropriation accounts) shall be incorporated in the amounts shown for the parent account, rather than in the amounts shown for the receiving agency. Each agency that receives an allocation shall furnish to the agency responsible for the parent account data necessary for the preparation of the analysis (including justifications) for submission to OMB that meets the timing prescribed in Paragraph 5 of the Bulletin. Allocation accounts shall be considered a source of transfer only by the parent agency.

### Format of the Analysis

The analysis will be prepared on 8 1/2" x 14" paper, as described below:

Column 1. Organizational unit and account title. List each bureau or organizational unit to which separate appropriations or funds are available. List, under the organizational unit, the title of each account (other than allocation accounts) out of which any increased pay costs, including FICA, are directly paid. These shall include revolving and management funds and trust funds. Account titles will be listed in the order in which they appear in the Budget. At least one line should be left between account titles.

Increased pay costs under civilian statutory pay systems will be entered without further identification. Other types of pay increases (wage board, administrative action, and military pay systems) will be identified in the stub column under each account where appropriate.

Column 2. Direct pay. Enter the direct cost of pay raises for employees paid from the reporting account, whether or not the costs are reimbursable.

Do not report in this column advances or reimbursements to other accounts for work or services. (To the extent these cannot be absorbed through currently authorized agency administrative action, report the amounts in column 4.)

Column 3. Related costs. For each listed account, report the added costs that are indirectly related to the pay raise, whether or not the costs are reimbursable. For this purpose, the related costs include such items as Government retirement

contributions, employer FICA taxes, Government contributions to employee life insurance premiums, and other payments that are based on employees' salaries. Other payments that are not based on employees' salaries, such as unemployment compensation and Federal workers' compensation, should be excluded from the calculations of added indirect costs.

Do not report in this column advances or reimbursements to other accounts for work or services. (To the extent they cannot be absorbed through currently authorized agency administrative action, they are to be reported in column 4.)

Column 4. Amounts to be paid to other accounts that are not absorbed administratively. Enter the portion of the increased pay costs to be paid as advances and reimbursements to other accounts that cannot be absorbed through administrative action. In most cases this column should be blank, since payments to other accounts will be considered for absorption before the increased pay cost of the reporting account.

Column 5. Net Absorption--Possible by administrative action. Report, in total for each account, the portion of the increases shown in columns 2 and 3 that can be absorbed through currently authorized agency administrative action. Following the policies set forth in section 6.b. of this Bulletin, include absorptions through existing transfer authority from other accounts and amounts to be covered by reimbursements.

Column 6. Net Absorption--Requiring Congressional action. Report, in total for each account, the portion of the increased costs in columns 2, 3, and 4 that could be absorbed if the Congress provides new transfer authority. Proposals to increase the limitation on administrative expenses are not to be included in this column; rather they should be included in column 8.

Column 7. Net Absorption--Total. Total of columns 5 and 6.

Column 8. Additional appropriation required. This column should equal the sum of columns 2, 3, and 4 minus column 7, and will represent the additional appropriations and increases in limitations on administrative expenses considered necessary for the account as a result of the pay raises reported. Increases in limitations on administrative expenses are to be identified using a footnote.

The final entry in each table will be labeled "Total, all pay increases" and will show the total amounts for the agency for each of the columns 2 through 8.

If Congressional action is not completed on 1984 appropriations, a footnote to the name of the agency should be provided explaining the basis for the request.

The Analysis shall be accompanied by the information sheets, narrative explanation, and appropriation language as required in sections 6 and 7 of the bulletin.

ANALYSIS OF 1984 INCREASED PAY COSTS

Department of Government 1/

Organizational unit and account title (1)	Increase in direct pay and other related costs of this agency		Amounts to be paid to other accounts that are not absorbed administratively (4)	Possible by admin- istrative action (5)	Net Absorption		Total (7)	Additional appropria- tion required (8)
	Direct pay (2)	Related costs (3)			Requiring Congressional action (6)			
Office of the Secretary:								
Salaries and expenses.....	197,420	18,700	. . .)	79,700	2/ 170,870		250,570	0
Wage board.....	31,500	2,950	. . .)					
Bureau of Economic Development:								
Salaries and expenses.....	949,160	89,220	. . .)	723,500		723,500		314,880 3/
Inspection Services.....	176,000	16,540	21,050	. . .	213,590	213,590		
Development Trust Fund.....	1,240,000	111,600	. . .	21,600	1,330,000	1,351,600		0
Government Corporation:								
ABC Revolving Fund (adm. action).	1,065,000	100,110	. . .	865,110	300,000	1,165,110		0
-----								
Total:								
Civ. stat. pay systems.....	9,336,400	872,660	42,310)					
Wage board.....	142,500	13,250	. . .)					
Adm. action.....	1,065,000	100,110	. . .)					
Total, all pay increases.....	10,543,900	986,020	42,310	5,246,660	5,679,290	10,925,950		646,280

1/ The 1984 appropriations have not been enacted. The basis for these estimates is (specify) .  
2/ Includes \$15,000 to be transferred from "Salaries and Expenses, Bureau of Safety" under P.L. \_\_\_\_\_. (Cite existing authority.)  
3/ This amount pertains to the increase in the limitation on administrative expenses for this account.

ATTACHMENT B  
Bulletin No. 84-5

Guidelines for Drafting Proposed Appropriation Language  
for Pay Supplementals for Fiscal Year 1984

Indentation, punctuation, and capitalization will conform with the presentation used in Part III, Section II of the 1984 Budget Appendix (pp. III-24-28).

Organization titles and breaks, including the appropriation account title will generally conform to the fiscal year 1984 appropriation bills as enacted.

All new items (other than amounts) not included in the 1984 appropriation bills (e.g., chapter, organizations, accounts, or appropriation language phrases) will be underscored.

Sample formats illustrating the above guidelines follow:

DEPARTMENT OF GOVERNMENT

Office of the Secretary: "Salaries and expenses", \$170,000;

Bureau of Economic Development:

"Salaries and expenses", \$314,000;

"Inspection services", \$213,000, to remain available until March 30, 1985;

Development Trust Fund: "Limitation on general operating expenses" (increase of \$1,330,000 in the limitation on general operating expenses).

ATTACHMENT C  
Bulletin No. 84-5

Calculation of FICA Increases  
for 1984

There are three changes in FICA taxes as of the first pay period on or after January 1, 1984. First, the wage base on which both the HI and OASDI taxes are computed increases from \$35,700 to \$37,500. Second, the OASDI tax rate increases by .3% (from 5.4% to 5.7%). In addition, all employees new to the Federal Government, as defined by P.L. 98-21, will be subject to OASDI. The pay increases associated with these changes should be computed as follows and the calculations should be made using the latest approved FTE levels. Also, FICA pay increases associated with employment costs in program supplementals should be requested with those supplementals and not with pay supplementals.

The HI increase

- For all employees, multiply the salary above \$35,700, up to \$37,500 by 1.3%.

The OASDI increase

- For current employees:
  - o with salaries of \$35,700 or less, multiply the salary by .3%.
  - o with salaries above \$35,700, in addition to the above calculation, multiply the salary above \$35,700 up to \$37,500 by 5.7%.
- For new employees, multiply the salary up to \$37,500 by 5.7%. (Estimates of the total number of new employees should be reduced by a factor representing the degree that vacancies historically have been filled by employees transferred from other Federal agencies.)

Agencies will prorate the above computations to reflect the portion of the fiscal year covered, i.e., no more than nine months.

The FICA tax rates for calendar years 1983 through 1990 are provided in the attached Exhibit. These rates and the methods described above should be used to calculate budget estimates.

**EXHIBIT 2**  
**Bulletin No. 84-5****EXHIBIT**  
**SOCIAL SECURITY TAX RATES**

<u>Calendar Year</u>	<u>Maximum Salary</u>	<u>FICA Tax Rates</u>		
		<u>OASDI</u>	<u>HI</u>	<u>Total</u>
1983	\$35,700	5.40	1.30	6.70
1984	37,500	5.70	1.30	7.00
1985	40,500	5.70	1.35	7.05
1986	40,500	5.70	1.45	7.15
1987	40,500	5.70	1.45	7.15
1988	40,500	6.06	1.45	7.51
1989	40,500	6.06	1.45	7.51
1990	40,500	6.20	1.45	7.65

**Note:** OASDI is basic Social Security coverage that includes old age, survivor, and disability insurance. HI is hospital insurance (Medicare).



EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

November 1, 1983

BULLETIN NO. 84- 4

TO THE HEADS OF DEPARTMENTS AND ESTABLISHMENTS

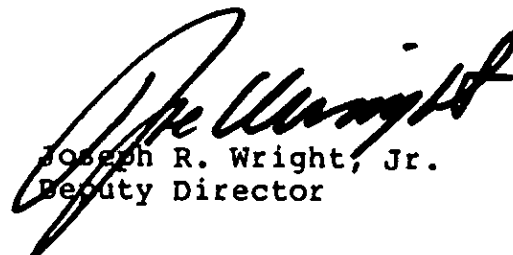
SUBJECT: U.S. Government resources associated with the  
1984 Summer Olympic Games

1. Purpose. This Bulletin provides instructions for the preparation and submission of information on the budget authority, outlays, employment, supplies, equipment, facilities, and services that will be made available by the Government for the 1984 Summer Olympic Games in Los Angeles. The information is needed for effective coordination of Government support for the Games.

2. Background. Earlier this year, information on agency plans and associated resources was requested informally. Complete and detailed information is required at this time and will need to be updated continually.

3. Materials and Timing. Agencies will submit two (2) copies of the required information in accordance with the instructions contained in the Attachment and in the format of Exhibit 1 no later than one week from the date of this Bulletin. It is important that the information be described fully and accurately. Agencies will report any changes in this information, in the prescribed format, every two weeks, starting November 16, 1983. Such subsequent submissions should show the word "**REVISED**" immediately below the new Date.

4. Inquiries. These should be directed to the OMB representative responsible for reviewing the agency's budget estimates.

  
Joseph R. Wright, Jr.  
Deputy Director

Attachments

BULLETIN NO. 84- 4  
ATTACHMENT

U.S. Government support of the 1984 Summer Olympics

This attachment contains the instructions for preparing the required detailed information on the budgetary support and other resources to be provided by Executive Branch agencies for the 1984 Summer Olympic Games. The information will be provided in the format of Exhibit 1. A separate submission will be prepared and submitted for each service to be provided. The instructions are keyed to the item numbers in the format.

1. Full description of service to be provided: Include a description that is complete as to the nature, extent, and magnitude of the service and in a manner that can be readily understood by those not thoroughly familiar with the activity. Include specific information on the use of agency equipment, supplies, and facilities that will be provided or will be used to provide the service.

2. Authority to provide the service. Include specific references to statutory citations, executive orders, or other authority that permits agency resources to be used to provide the service.

3. Estimate of budgetary resources. Include the amount of budget authority or other budgetary resources available to the agency in FY 1984 that will be used to finance the service to be provided. The outlay amounts to be shown will be those resulting from the use of the resources available in FY 1984 and from obligations incurred in FY 1983. Should other measures such as obligations be more meaningful, those should be used.

In addition, a separate entry will be shown for those amounts that are attributable only to the Olympic Games. (This should include all amounts needed for temporary employment.) Another separate entry will be shown for contingent amounts that may be required in the event of special circumstances and will be available if needed.

4. Employment. Provide an estimate of the full-time equivalent of agency employees that will provide the described service. Include in that estimate and separately identify the full-time equivalent of any temporary employees that will be hired for the Olympics. The full-time equivalent should be for the complete period necessary for preparation and provision of the service. Since the period during which the services will be provided is relatively short, information should also be furnished on the number of persons represented by the full-time equivalent amount.

5. Performance. Provide information that will indicate whether and to what extent the service will be performed in-house or by contract. Also needed is information on whether the service has been provided or when it is estimated that it will be completed.

Agencies should include comments on whether the service can be provided directly by a private vendor -- that is, should the Government be involved in the provision of the service?

6. Narrative Information. Provide a description of how the estimates of budget authority and outlays were obtained. For example, in estimating amounts attributable to personnel compensation, multiply the number of estimated employee hours times a realistic hourly rate that includes consideration of all related factors such as pay, benefits, and allowances. Include overhead amounts that can be attributed to the provision of the service and include and identify amounts associated with travel, transportation, overtime, acquisition of supplies and equipment, and additional amounts associated with the use of equipment and facilities already owned by the agency.

BULLETIN NO. 84- 4  
Exhibit 1

DATE: \_\_\_\_\_

Department or Agency  
[Bureau]

Agency contact: \_\_\_\_\_

Telephone Number: \_\_\_\_\_

- 1. Full description of service to be provided:
- 2. Authority to provide the service:
- 3. Estimate of budgetary resources:

	<u>BA</u>	<u>Outlays</u>	<u>Obligations</u> <u>(or other measures)</u>
TOTAL .....			
Amount attributable only to the Olympics.....	( )	( )	( )
Contingent amount.....	( )	( )	( )

4. Employment:

<u>Full-Time</u> <u>Equivalent</u>	<u>Number of</u> <u>Persons</u>
---------------------------------------	------------------------------------

5. Performance:

A. If service will be provided by contract,

- (1) Has the contract been completed: YES \_\_\_\_\_ DATE \_\_\_\_\_ NO \_\_\_\_\_  
If not completed, approximate date of completion.
- (2) Describe how service will be provided if not by contract and when completion will occur.

B. Can the service be provided by a private vendor?

6. Narrative information:



EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503  
October 28, 1983

BULLETIN NO. 84-3

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Unvouchered Expenditures

1. Purpose. This Bulletin provides instructions for the preparation and submission of information on unvouchered expenditures. The information will be used to prepare the annual report on accounts containing unvouchered expenditures which are potentially subject to audit by the Comptroller General.

2. Definition. An "unvouchered expenditure" is any expenditure accounted for solely on the approval, authorization, or certificate of the President or an official of an executive agency.

3. Authority. Section 117(f) of the Budget and Accounting Procedures Act of 1950, as amended (31 U.S.C. 67(f)(4)).

4. Background. The GAO Act of 1980 provides that not later than sixty days after the beginning of each fiscal year, the Director of the Office of Management and Budget shall submit a report listing every account containing unvouchered expenditures which is potentially subject to audit by the Comptroller General.

The President has the authority to exempt from audit financial transactions that relate to certain sensitive foreign intelligence or counterintelligence activities or sensitive law enforcement investigations. Exemptions shall be requested through the White House Counsel's office.

Exemptions for individual financial transactions or for a class or category of financial transactions will be considered if they relate to:

- (1) Sensitive foreign intelligence or counterintelligence activities.
- (2) Sensitive law enforcement investigations in which an audit proceeding would expose the identifying details of an active investigation or endanger the safety of investigative or domestic intelligence sources involved in such law enforcement investigations.

5. Policy. Each agency head will ensure the timeliness, accuracy and completeness of information on unvouchered expenditures required to be submitted by this Bulletin. In addition, all executive departments and establishments subject to

this Bulletin will maintain records of their unvouchered expenditures in a manner similar to those maintained for regular financial transactions and accounts in order to insure proper accountability.

6. Coverage. These instructions apply to the accounts of all executive agencies. Funds used under Section 8(b) of the CIA Act of 1949 are exempt from this GAO audit and are not to be covered in the report required by this Bulletin.

7. Action Requirements.

a. The head of each executive department and establishment shall submit to the Office of Management and Budget a list of all of the agency's accounts that contain unvouchered expenditures.

b. The list shall be prepared in accordance with the attached instructions.

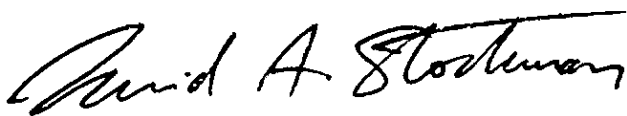
c. The list shall be submitted to OMB by November 10, 1983.

d. The list shall be transmitted to OMB in a sealed envelope marked: "TO BE OPENED ONLY BY THE SECURITY OFFICER, EXECUTIVE OFFICE OF THE PRESIDENT, ROOM 405, OLD EXECUTIVE OFFICE BUILDING." The envelope shall be placed inside an envelope that is sealed and addressed to the Director of the Office of Management and Budget.

8. OMB Responsibilities. The Director of OMB will prepare and submit the report to certain congressional committees and to the General Accounting Office no later than 60 days after the beginning of each fiscal year.

9. Information Contact. Further information may be obtained from the OMB examiner responsible for handling the agency's budget.

10. Sunset Review Date. This Bulletin expires as soon as action is completed.



David A. Stockman  
Director

Attachment

Attachment  
Bulletin No. 84-3

Instructions for Information on  
Unvouchered Expenditures

Each agency will submit by November 10, 1983, a list of accounts containing unvouchered expenditures which are potentially subject to audit by the General Accounting Office (GAO) as required by OMB Bulletin No. 84- . The list will be prepared for fiscal year 1984 in the format of the Exhibit. Unvouchered expenditures are any expenditures accounted for solely on the approval, authorization, or certificate of the President or an official of an executive agency. (NOTE: Where 1984 appropriations have not been enacted, provide information that is based on the enacted 1983 appropriation.)

The information will be prepared on 8 1/2" x 11" paper, as described below:

List of Accounts Potentially Subject to  
Audit by GAO

Heading. Enter the date of submission and the name of the department and/or agency. Enter the name and telephone number of the person most knowledgeable about the list.

List of accounts. Enter the title of the appropriation account(s) in which unvouchered expenditures are permitted in fiscal year 1984.

Exhibit 1  
Bulletin No. 84-3

**List of 1984 Accounts Containing Unvouchered Expenditures  
Which are Potentially Subject to Audit by GAO**

Date: October 28, 1983

Agency: Department of Government

Information Contact: John Brown Telephone: 958-4237

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Department of Government

Operations and Maintenance  
Salaries and Expenses  
Contingencies

STAT



EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

October 26, 1983

BULLETIN NO. 84-2

— see 85-3

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Excess and Near Excess Foreign Currencies

1. Purpose. This Bulletin informs the departments and agencies of the U.S. owned foreign currencies that have been determined by the Secretary of the Treasury to be in excess or near excess supply.

2. Rescission. This bulletin supersedes and rescinds OMB Bulletin No. 83-3 of October 6, 1982. The provisions contained in this Bulletin remain in effect until September 30, 1985, unless superseded or rescinded at an earlier date.

3. Policy. Specific guidance on the utilization of excess and near excess foreign currencies is contained in Office of Management and Budget (OMB) Circular No. A-20, Revised. In general, full utilization of excess and near excess foreign currencies in lieu of U.S. dollars—consistent with international agreements and availability of the currencies—must be an objective of every agency with transactions in the respective countries. In that connection, agencies are reminded that section 13.2(f) of OMB Circular No. A-11 provides instructions for the submission of appropriations estimates for special foreign currency programs.

4. Excess currencies. Currencies of the following countries are excess to the Government's normal requirements for fiscal years 1984 and 1985.

Burma  
Guinea

India\*  
Pakistan

\*See section 6 below.

5. Near excess currencies. Supplies of currencies available for U.S. programs for fiscal year 1984 in the following places are above immediate needs, but are not sufficient to be declared excess.

Czechoslovakia  
Egypt  
Ghana  
Poland

Sudan  
Taiwan  
Yugoslavia

6. Programs in India. Because of the steady decline in the availability of Indian currency, agencies should assume that this currency is unlikely to be declared excess for fiscal year 1986. Accordingly, agencies will not initiate new activities in 1984 and 1985 and should begin phasing out those activities that will not be continued with regular agency appropriations.

7. Effective date. This Bulletin is effective immediately.

8. Inquiries. Inquiries and requests for assistance should be addressed to the Office of Management and Budget, Budget Review Division, telephone 395-3830.



David A. Stockman  
Director

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EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503

November 25, 1983

BULLETIN NO. 84-1, Supplement No. 1

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Apportionment Under the "Continuing Resolution"

All appropriations made available by P.L. 98-151, the Continuing Resolution, will be apportioned whenever such amounts would be apportioned under a regular appropriations act. Agencies will adhere to the instructions in OMB Circular No. A-34, unless amended by this Bulletin.

The following requirements supersede the instruction in OMB Circular No. A-34:

- Amounts requested for warranting through the expiration of the continuing resolution will be shown on line 1A, Budget authority: Appropriation realized, on the S.F. 132.
- On the S.F. 133, unobligated balances of amounts warranted by Treasury and apportioned under the continuing resolution will be included on line 9.a., Unobligated balances available (Apportioned, category A) or line 9.b., Unobligated balances available (Apportioned, category B) and not on line 9.c., Unobligated balances available (Other balances available).

A handwritten signature in cursive script, reading "David A. Stockman", is positioned above the printed name and title.

David A. Stockman  
Director

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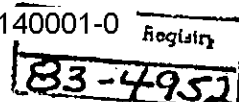


## EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

October 11, 1983



BULLETIN NO. 84-1

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Apportionment Under the "Continuing Resolution"

1. Purpose. This Bulletin provides guidance and instructions for the preparation and submission of requests to apportion amounts appropriated under the Continuing Resolution, P.L. 98-107.

2. Authority. This Bulletin is issued under Section 1513, Title 31 of the United States Code (formerly a part of the Antideficiency Act), and Executive Order 11541, which require the Director of the Office of Management and Budget (OMB) to apportion all appropriations made available to Executive Branch agencies except those exempted by law.

3. Background. Unlike normal appropriation acts, continuing resolutions do not usually appropriate specified sums of money. Rather, they usually appropriate: (1) amounts as specified in other bills or reports; (2) amounts as specified in the President's budget estimates; or (3) such amounts as may be necessary for continuing projects or activities at a certain "rate" for operations. In addition, continuing resolutions do not usually provide funding for the full year. Hence, the amount available for the duration of the continuing resolution can be determined only by first calculating the amount representing the yearly rate of operations (i.e., the annualized level of the amount appropriated) and taking into consideration the period covered.

The Continuing Resolution for FY 1984 provides temporary or interim financing for programs under nine of the 13 regular appropriation bills. The Congress has provided specific information on their intention about the annualized levels as follows:

a. Section 101(a) of P.L. 98-107 provides continuing authority for programs under the following appropriation bills at a rate of the lower of the levels in the House or Senate-reported bills, with certain exceptions:

- Departments of Labor, Health and Human Services and Education, and Related Agencies Appropriation Act; and
- Commerce, Justice and State, the Judiciary, and Related Agencies Appropriation Act (unless enumerated in Section 101(g) of the Continuing Resolution).

If an existing program has been omitted from either the House or Senate version of the bill, it is automatically continued at the lower of the current level or the level provided by the one body.



b. Section 101(b) provides continuing authority for programs under two appropriation bills at the following rates:

Agriculture, Rural Development, and Related Agencies Appropriation Act - House-passed rate, with specific exceptions; and

Department of Interior and Related Agencies Appropriation Act - level provided in the conference report.

c. Section 101(c) provides continuing authority at an annualized rate of \$247 billion for programs that were provided in the Department of Defense Appropriation Act, 1983.

d. Section 101(d) provides continuing authority for activities conducted in FY 1983 for the Treasury, Postal Service, and General Government Appropriation Act at the current rate.

e. Section 101(e) provides continuing authority for the Foreign Assistance Appropriation Act at the current rate or the rate of the budget estimate, whichever is lower.

f. Section 101(f) provides continuing authority at the current rate for a number of specific activities that were conducted in FY 1983.

g. Section 101(g) provides specific amounts for projects or activities in the Departments of Commerce, Justice and State and the Judiciary and Related Agencies Appropriation Act.

h. Section 101(h) provides continuing authority for the District of Columbia at the conference level.

i. Section 101(i) provides continuing authority for Military Construction at the conference level.

j. Appropriations and funds available under the Continuing Resolution shall remain available beginning October 1, 1983, until:

(1) enactment into law of an appropriation for any project or activity provided for in the joint resolution; or

(2) enactment of the applicable appropriation act by both Houses without any provision for such projects or activities; or

(3) November 10, 1983; whichever comes first.

4. Definition of current rate. The current rate is the total funds that were available for obligation for a program during the previous fiscal year, in accordance with the Comptroller General's decision of May 14, 1979.

5. Coverage.

a. This Bulletin applies to amounts provided for all Executive Branch departments and agencies, except the amounts provided by the following bills, which have been enacted:

HUD-Independent Agencies (P.L. 98-45);

Energy and Water Development (P.L. 98-50); and

Transportation (P.L. 98-78).

b. Except as amended by this Bulletin, instructions on budget execution provided in OMB Circular No. A-34 will continue to apply.

6. Policies on apportionment requirements and warrant requests. Amounts provided under the Continuing Resolution will be apportioned whenever such amounts would be apportioned under a regular appropriation.

a. Should the annual appropriation be enacted during the period covered by the Continuing Resolution, the department or agency will request apportionment or reapportionment in accordance with instructions in OMB Circular No. A-34.

b. The lesser of the rate reflecting seasonal obligations or a pro-rata share of 12% of the annualized level of the amount appropriated will be deemed to be realized and automatically apportioned, unless otherwise determined by OMB, or when the following conditions apply.

(1) If, in the view of the agency, the appropriations estimated to be available would exceed 12% of the annualized level specified by P.L. 98-107, the agency will submit to OMB an Apportionment and Reapportionment Schedule (S.F. 132).

The formal apportionments submitted to OMB will include a written justification for the higher amount. This justification will identify the annualized level of the amount appropriated. Examples of such a justification could be that obligation rates are seasonal and/or have occurred for comparable time periods of prior years.

(2) Also, an S.F. 132 is required when amounts are provided for at the current rate and end-of-year operations are less than the annualized level provided during that year. This applies specifically to cases where the Congress has required a program to reduce operations during fiscal year 1983. An explanation of the basis for such an apportionment request will accompany the S.F. 132.

c. Agencies will obtain clearance from the Office of Management and Budget on the annualized level of the amount appropriated, including accounts automatically apportioned, before requesting warrants.

d. Since the Continuing Resolution is enacted to cover a limited period of time, the amount made available by the Resolution is less than the annualized level of the amount appropriated. When apportionments are submitted, the annualized level is to be shown on line 1A, Budget Authority: Appropriations Realized, of the S.F. 132. Enter as a negative the difference between the annualized level and the requested amount on line 5, Portion not available pursuant to P.L. 98-107.

Unobligated balances of amounts apportioned before and during the Continuing Resolution will be included on line 9A, Unobligated Balances Available (Apportioned, Category A) or line 9B, Unobligated Balances Available (Apportioned, Category B) of the Report on Budget Execution (S.F. 133), and not on line 9C, Unobligated Balances Available (Other Balances Available).

7. Agency responsibilities. Agencies with appropriations or funds made available and authority granted under the Continuing Resolution will:

a. estimate the appropriations and funds made available and authority granted by the resolution;

b. obtain clearance from the Office of Management and Budget on the annualized level of the amount appropriated before requesting warrants;

c. seek appropriation warrants from the Treasury in amounts cleared by OMB;

d. submit in accordance with the provisions of this Bulletin apportionment requests to OMB; and

e. submit a list of accounts and amounts automatically apportioned due to seasonal obligations where the rate is less than 12%.

8. Obligation of funds prior to approval of formal apportionment by OMB. Agencies may obligate funds necessary to continue normal operations prior to OMB approval of initial apportionments made under the Continuing Resolution but only up to the amount that would have been apportioned automatically as per paragraph 6 above.

If an agency obligates more than the amount automatically apportioned or approved by OMB, whichever applies, the head of the agency will furnish to the President, through the Director of OMB, and to the Congress the report on an Antideficiency Act violation required by section 71 of OMB Circular No. A-34.

9. Timing. Agencies will furnish OMB with formal apportionment requests not later than October 14, 1983.

10. Information contact. For further information, agencies should contact their OMB examiner.

11. Sunset date. This Bulletin expires November 11, 1983.

A handwritten signature in black ink, reading "David A. Stockman". The signature is fluid and cursive, with the first name "David" and last name "Stockman" clearly legible.

David A. Stockman  
Director